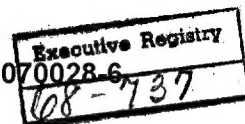


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DD/S 68-0699

13 FEB 1968

MEMORANDUM FOR: Deputy Director of Central Intelligence

SUBJECT : Proposal for the Establishment of a Management  
Structure for the Community On-Line Intelligence  
System (COINS)

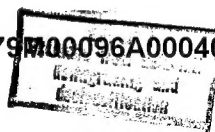
REFERENCE : USIB D-39.7/26, 5 February 1968

1. This memorandum submits a recommendation for your approval; this recommendation is contained in paragraph 4.

2. I have received today and reviewed the proposal to establish a management structure for the COINS experiment. I wonder whether there is anything to be gained by taking this step now. It seems to me the experiment should be allowed to proceed through the testing and evaluation stage under the direction of CODIB. If the test is successful and the recommendation is to proceed with Phase II, it would seem more appropriate to create the management structure at that time, coincident with assumption by CIA of the responsibility for providing the central service. Creation of an elaborate management structure now within NSA would tend to complicate, if not negate, the subsequent transfer of responsibility to CIA.

3. These considerations raise a question of choosing the Executive Agency. If USIB should approve the creation of a management structure for the remainder of the COINS I experiment, should the Executive Agency be NSA or CIA? I believe the responsibility would be more properly assigned to CIA to be consistent with our central role in the community, and to simplify the assumption of the role in Phase II if Phase I is successful. There are serious implications for the Agency in assuming that role now, however, in terms of staffing, space, security, and communications support.

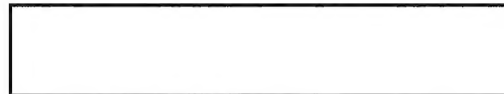
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Approved For Release 2004/10/27 : CIA-RDP79M00096A000400070028-6

4. I recommend that the Agency take the position that CODIB should continue to manage the COINS I experiment. Failing that, I recommend that USIB defer selection of the Executive Agency until the Agency elements concerned have had an opportunity to evaluate the implications of assuming that role and are in a position to offer fully studied and coordinated recommendations on the subject.



R. L. Dammertman

Deputy Director  
for Support

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Approved For Release 2004/10/27 : CIA-RDP79M00096A000400070028-6

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MEMORANDUM

SUBJECT : Proposal for the Establishment of a Management Structure for the Community On-Line Intelligence System (COINS). (USIB-D-39.7/26)

BACKGROUND

1. COINS developed out of a series of PFIAB investigations which led to the two White House papers circulated with USIB-D-39.7/11. In the winter of 1964-65 Bill Baker of Bell Labs put forward 3 propositions (none of which were valid in retrospect) which were the genesis of the present problem. These propositions were:

- a. That the Intelligence Community was generally unaware of its large and varied product or unwilling to share it among its members,
- b. That the Community except for NSA was unwilling and/or unable to adopt the new electronic computer technology to its large information processing and analytical effort, and
- c. That in the near future large data bases could be organized in these computers (wherever located) and they could be interconnected with each other and through remote consoles with the analyst.

Given these propositions, it followed an effort should be made to reduce Community insularity by compelling the formation of large files in computers and giving the analyst access to these files via a remote console. We think Baker was wrong on the first count; there had been a significant expansion of interchange of intelligence from 1960-64 which has continued to date. The Community of its own accord was

rapidly expanding its automatic data processing at that time and has continued to do so to the present. Finally he was absolutely incorrect in his estimate of the state of the art in automation as the COINS experiment to date indicates, and as other efforts to provide such facilities elsewhere demonstrate. For example, although there have been some limited efforts to develop large data bases in interconnected computers, no operating system of this sort exists at present. The president of Computer Usage Corporation estimates it will be the early 70's before the first systems may be in operation.

#### DISCUSSION

2. The Agency is fundamentally opposed to this proposal. This reaction arises more from the history of action on the COINS system to date than from genuine antipathy to the management proposal itself. It will be difficult for COINS to reform this history of almost 3 years in the 15 to 18 months which remain to the conclusion of the experiment. If COINS indeed is an experiment, the immediate need is to complete the experiment and assess it rather than design a management system to plan, program and budget for a continuing effort, the nature of which we know not, which will perpetuate an activity which we've yet to test.

3. The COINS effort from the outset has been oriented toward a series of private pleadings that NSA wished to forward in the area of Community documentation. More than this the COINS system effort under NSA chairmanship has been aimed at the installation of a particular system configuration in the distant future with large central files and very specific responsibility for these files. These efforts tend to prejudice the COINS experiment in which the Committee was supposed to be engaged but which the Committee kept pushing aside in an attempt to further its Chairman's private objectives for a Community system. This activity has generated such an atmosphere of mistrust in the conduct of COINS affairs that the interested CIA components are unwilling to subscribe to the proposal for a new management system on the hypothesis that the proposed system does not provide sufficient means to control such unilateral NSA pressures. Rather the proposed system may give greater license to such pressures.

4. Although an objective of NIPE in proposing this revision of the management structure is to seek to strengthen the COINS management and make it more responsive, we believe that in fact it may have the opposite effect.

5. The most difficult problem CIA has had in seeking to participate in COINS development to date has been simply to identify what COINS is. What are the objectives of COINS? These objectives have never been identified. The COINS Committee was set up without a terms of reference or guidance other than to relate its existence to the references in the subject document. As recently as 3 months ago the COINS Committee considered the matter of identifying the objectives of COINS but discarded the matter after noting that a statement of objectives would be helpful and asking its members to draft their understanding of these objectives. The very reference to "COINS Experiment" in the subject document is testimony to some confusion about the definition of COINS. But "COINS Experiment" undefined continues to expose the Agency and the Community to various interpretations, too many of which we find unacceptable.

6. In addition to the fundamental and general objections the Agency poses on the NIPE proposal for a management system for COINS, there are a number of quite specific objections to the text and details of the proposal as it has been presented. Because these are of less importance than our basic reservations on the proposal, they have been relegated to the attached Tab A.

7. Finally, we believe the problem addressed by the proposed management system is manageable within CODIB, at least through the duration of the experiment. We think that CODIB under present leadership can see the COINS experiment through without the necessity of a separate management mechanism of the sort proposed. Such interim management arrangements as may be necessary for the remainder of the experimental phase can be worked out by CODIB itself. Once an evaluation of COINS is available, after conclusion of the experiment, arrangements may have to be developed that are sufficiently complex to require a mechanism along the lines of the subject proposal. We believe that it is equally likely that the Community may wish to adopt a mechanism which is considerably less complex and more highly analyst or user oriented than is the proposed system.

#### RECOMMENDATIONS

8. It is recommended that the CIA member of USIB take the position (1) that this proposal is both too late and premature -- too late for the COINS Experiment and premature for an Interagency mechanism

to deal with the type of system which the COINS experiment may indicate is required, and (2) that the CODIB Chairman should assert CODIB control and management over the experiment within the resources he has and those which have been made available to COINS by the various Agencies, complete the COINS Experiment by July 1969, and report his findings to USIB by 1 September 1969.

9. The DD/S, DD/P and DD/S&T concur in the above recommendations.

Attachment:  
Tab A.

TAB A

Specific Comment on Proposed COINS Management Structure.

- a. (Ref I 2) There is no definition of the COINS experiment,
- b. (Ref I 2. c) The present proposal provides a long-run planning programming and budgeting (PPB) mechanism for an activity which should be completed in 15 to 18 months, the PPB function should be reduced to the period of the experiment.
- c. (Ref II 3.e.) There is a definition of a "Project Leader" which is not otherwise treated in the document. Either the definition should be deleted or made more specific. The "Project Leader" reports to the Executive Agent yet implicitly is located in a participating organization which seems to clash with IV 10.
- d. (Ref. II 3.g.) There is a definition of an "Executive Agency Charter" which is also not otherwise treated in the document. It should be deleted. Presumably the subject document would constitute such a charter, otherwise another staff paper is required to cover this item.
- e. (Ref II 3.h.) There is reference to a chartering authority which is not identified or defined in the document.
- f. (Ref IV 9.) The language of this section should be identical with that in II 3.i. Either "with assistance from or in cooperation with" are acceptable. Moreover, it should be explicit that these actions fall within the mechanism established in IV 8. above.
- g. (Ref IV 8b., 9. a.b.c.) These references should be adjusted to reflect the time frame introduced in 5.b. above.
- h. (Ref VI 13.e.) This seems to exceed CODIB's function, the language might better read "obtain guidance for."
- i. (Ref VII 16.) The evaluation panel which we believe is a COINS Evaluation panel should be better identified than this aside reference which may be confused with the PFIAB Guidance and Evaluation Panel.

SECRET

12 February 1968

MEMORANDUM FOR: The Director of Central Intelligence

SUBJECT: Proposal for the Establishment of a  
Management Structure for the Community  
On-Line Intelligence System (COINS)

REFERENCE: USIB-D-39.7/26, 5 February 1968

#### BACKGROUND

1. The purpose of this proposal is to establish a management system for the Community On-Line Intelligence System (COINS).

It was prepared by a small group of senior personnel drawn from CIA, DIA, NSA and the NIPE Staff working as advisors to Mr. Bross.

2. The proposed management system is designed to take COINS through the evaluation phase (about 18 months) and will itself be evaluated as a possible management system for any follow-on to COINS. It will replace the existing COINS Working Group under CODIB.



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#### SUBSTANTIVE ISSUES

4. No substantive issues have been brought to my attention at this time. Because this is a D/DCI/NIPE proposal, it has not been developed through the normal USIB committee structure.

#### RECOMMENDATIONS

5. I suggest that you do not get involved in a discussion of the details of this paper, but that:

a. You get from USIB agreement in principle that a management system for the COINS experiment along the general lines of this proposal should be instituted in the near future;

b. You refer the paper back to Mr. Bross for the purpose of meeting with USIB member representatives to work out the details of the proposal.

[Redacted Signature]

AD/DCI/NIPE

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